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ABSTRACT

A renegotiation of relationships between special education faculties and other units of colleges of education is underway in order to prepare a new corps of regular teachers who are capable of carrying out their expanded roles in serving handicapped students. The federal government has provided eighty one "Deans' Grants" funds to be used mainly for developmental purposes involving regular teacher education faculty and the basic preparation programs of the college. Five categories of activities can be identified as occurring within colleges supported by Deans' Grants: (1) faculty orientation: in almost all cases, Deans' projects have made provisions for activities designed to create awareness and commitment among education faculty concerning the emerging modes of service for handicapped students; (2) curriculum revisions: all projects have involved the development of revised curriculums for the preparation of school personnel; (3) field related activities: efforts have been directed to the selection and development of clinical experiences that give training in approaches to education for the handicapped; (4) administrative restructuring: colleges are in the process of restructuring administrative and leadership patterns for total teacher preparation programs; and (5) products: in some instances, Deans' projects have given attention to the development of training materials, such as films, sets of readings audio cassette units, and broad new systems for teacher preparation. (JD)

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for the Conference of the
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An Analysis of the Bureau of Education for the Handicapped (BEH) Deans' Projects

Introduction

We are at the mid-point of the most remarkable school year in the history of special education in the United States.

.....it is the year in which the public schools face the necessity of literally finding and enrolling every handicapped child in an appropriate educational program. The mandate extends to children with the most severe handicaps.

.....it is the year of peak activity in the renegotiation of basic relations between regular education and special education. Boundaries are crumbling and unified school systems are coming into view.

.....it is the first year in which "Individualized Education Plans" must be prepared for all handicapped children. Each plan requires a team of people to write out specific goals, objectives, schedules, placements, and plans for evaluation and review.

.....it is the year in which the parents of each handicapped child have become official partners with educational personnel in the process of planning for their children and they do so with full access to all the records of the children and with the rights of due process should there be disagreements.

The New Legal Imperatives

These activities are part of the response to a set of adjudications and legislation that culminated in the passage, by the 94th Congress, of Public Law 94-142, The Education for All Handicapped Children Act. Although the President signed the

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This presentation is, in part, an adaptation of one section of Teaching Exceptional Children in All America's Schools, a book by Maynard C. Reynolds and Jack W. Birch, published by the Council for Exceptional Children, Reston, Virginia.

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bill in 1975, the full force of the law became effective only in the Fall of 1977. The Law has given our federal agencies a vastly greater role in the education of handicapped children than ever before.

Most observers see the events that led up to Public Law 94-142 as an extension of the Civil Rights movement. The relevant adjudications were based mainly on the equal protection clause of the 14th Amendment and the due process provision of the 5th Amendment of our Federal Constitution. Among the several principles enunciated by the Congress and the Courts, one of them provides the major theme for this presentation; it is the principle of the least restrictive alternative, which requires that handicapped children be placed in educational settings that restrict their development the least, preferably the regular classroom, and that the children be provided there with special education and related services.

The least restrictive alternative principle is, perhaps, the most important basis for the restructuring of special education and regular education programs and, consquently, of the schools, which is now underway.

What is occurring in the elementary and secondary schools has import for teacher preparation as well. A renegotiation of relationships between special education faculties and other units of Colleges of education is underway, in order to prepare a new corps of regular teachers who are capable of carrying out their expanded roles in serving handicapped students. It is in this context that the so-called "Deans' Grants" have been funded by the Bureau of Education for the handicapped of the U.S. Office of Education. But before proceeding into a discussion of the Deans' Grants, let us take a moment more for a bit of history.

Two Box Theory

The administrative arrangements for special education in most schools of the United States well into the 1960s, and for many school systems even into the 1970s, could be described in terms of a "two-box" structure. In this view, there were

two kinds of classrooms (regular and special), two general classes of children (regular class children and exceptional children), and two sets of teachers (regular teachers and special education teachers). In effect, two separate school systems were operated, each with its own supervisory staff and funding system.

Under the "two-box" arrangement, a child who showed difficulty in a regular class was referred by the teacher to a psychologist or other specialist for study. If the child met the standards for some category of handicap, placement was made in a special class or special school.

The teachers serving the special education classrooms in such schools generally received their training in the special education departments of colleges and universities and were certified by state departments of education for serving specialized categories of children. Going into the 1970s, states offered an average of about seven or eight different kinds of special education teacher certifications all having labels corresponding to labels for groups of children.

The Original Continuum Model

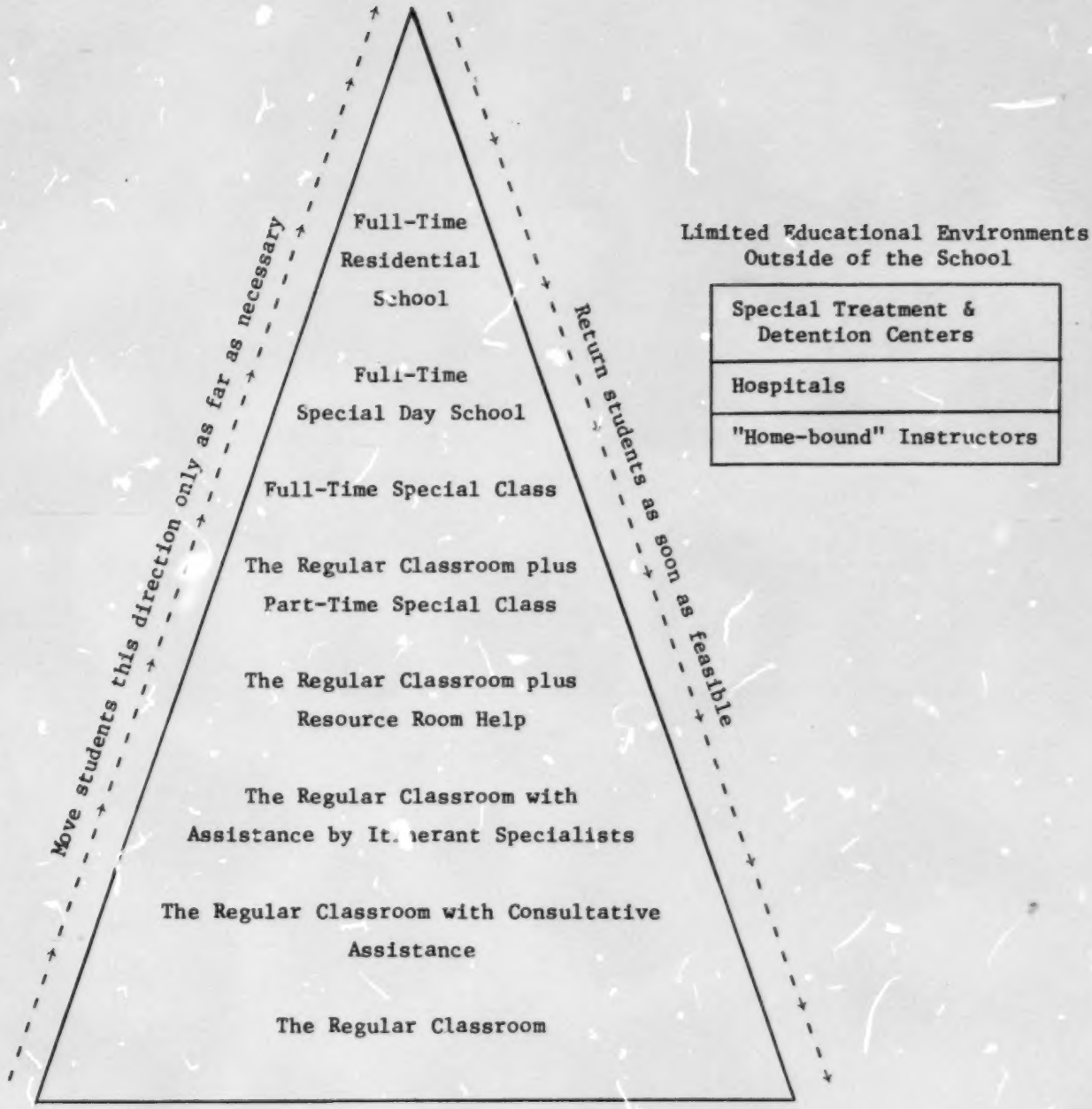
In the 1960s, there emerged a somewhat more complex administrative model for the organization of special education programs. It is sometimes described as a cascade or continuum of administrative arrangements. Although it included more than just two kinds of "boxes", it still was oriented mainly to the places or administrative structures of special education. Some distinctive features are included in the model (see Figure 1).

Fig. 1 about here

It proposed supports to regular classrooms as one means of meeting the special needs of handicapped children who are maintained there.

It proposed that children not be classified and given special placements on

Fig. 1. The Special Education Cascade


Move students this direction only as far as necessary
Return students as soon as feasible
Full-Time Residential School
Full-Time Special Day School
Full-Time Special Class
The Regular Classroom plus Part-Time Special Class
The Regular Classroom plus Resource Room Help
The Regular Classroom with Assistance by Itinerant Specialists
The Regular Classroom with Consultative Assistance
The Regular Classroom
Limited Educational Environments Outside of the School
Special Treatment & Detention Centers
Hospitals
"Home-bound" Instructors

a permanent basis but, rather, that they be moved to special stations only for as long as necessary, and that they be returned to regular classrooms as soon as feasible. No indelible labels need be involved thereby. We know that the total number of children served over time in special settings greatly exceeds the number served at any given time.

It proposed that the boundary lines between special education and regular education be renegotiated and opened so that students might pass back and forth easily, as dictated by their educational needs.

It proposed that regular and special education staff members become more interactive or collaborative in their daily work, for example, in sharing responsibilities for students rather than remaining isolated in their separate centers and classrooms.

It proposed that careful justification be required whenever a child was removed from the regular school environment, especially when the removal was away from both home and school environments to placement in a residential center.

The cascade model has become very popular, yet is is open to a variety of criticisms. One particularly telling observation is that it is still too much "place" oriented. Although it proposed that administrative arrangements and places be conceptualized as providing variable and flexible services to students, and that pupils placements within the cascade be monitored and revised as necessary, it is true, nevertheless, that the model put the clearest focus on administrative structures and places.

This criticism of the continuum of services model becomes all the more telling as changes in the capacity to offer specialized instruction occur at different administrative levels. What if, for example, deaf pupils could be given the specialized instruction they need in the regular school environment? Or, what if detailed diagnostic procedures could be coordinated through teaming arrangements within

the regular school settings, thus reducing greatly the use of referral and special placement procedures for children who are not progressing in academics or who show behavior problems? In fact, precisely these kinds of developments are taking place now; we are learning to provide specialized instruction outside of specialized places.

The changes that are occurring currently can be represented schematically, as in Figure 2. In this schema, diagnostic and specialized instructional procedures come down to the regular classroom base of the cascade. We know that not all specialized instruction need go on in special places and, in fact, there is a growing recognition that it is likely to be disadvantageous to confine children in special places or very limited environments for long periods of time. Here the emphasis is upon bringing specialized instructional capacity down the cascade to the base of the system in regular schools and classes.

Fig. 2 about here

The Instructional Cascade proposal, as in Figure 2, entails several broad policies:

1. It proposes a decentralization policy to develop the capacity of the schools to conduct specialized forms of education in many settings, rather than in a few.
2. It proposes a "give away" policy for specialists, that is, that they willingly teach aspects of their specialties to regular teachers and others, sometimes including noncredentialized persons.
3. It proposes a joining of responsibilities for diagnosis, planning, and instruction in a single setting, the regular school, as opposed to a policy of referral to special centers for diagnosis and prescription.

Fig. 2. The changing cascade: fewer specialized places, more diverse "regular" places.

Regular classrooms, shops, and laboratories with supportive services
Resource Rooms
Special Classes and Schools
Move specialized instructional systems and staff toward the mainstream as rapidly as feasible
Removal of architectural barriers
Braille and mobility instruction for the blind
Classroom social structure becomes more "cooperative"
Recurring specialized diagnostic appraisal
Total Communication for the deaf
Individualized contingency management systems
Effective management of acoustic environment
Individualized instructional management systems
Broad team approaches to planning

4. It proposes that the diagnosis and classification of students be made mainly in terms that are directly relevant to instruction, rather than in terms of abstract categories, such as "retarded" or "disturbed".
5. It proposes that a precondition to moving children about is a change in the setting and the development of new programs. We would be denying our professional commitment if we failed to meet this precondition.

Too much of the dialogue in the United States on the least restrictive alternative, or mainstreaming, I think tends to focus on surface aspects of places and placement decisions: on regular classes, resource rooms, and special classes, and on how students get to or from them.

One might think that most of what is involved is a tossing about of children from one place to another. A local early morning radio wit said, recently, that teaching a regular class is like trying to hold 30 corks under water all at once and with only two hands. And the least restrictive alternative or mainstreaming movement easily could be seen simply as pouring another 4 or 5 corks into that rapidly moving stream, all to be managed by the one regular teacher.

I suggest that instead of focusing on the mere flow of students from place to place, we first give attention to the flow of specialized forms of instruction (and some of the helping hands) down the cascade to create regular school environments that have more range and more accommodative power. Regular teachers cannot do the job alone. They need help in many forms from many people.

The work of the special educator, school psychologist, school social worker, and other specialists does not need to go on in private or in special places only. Indeed, when these specialists isolate themselves with their special groups of pupils, they often succeed in producing environments that are highly specialized but, at the same time, very limiting. More teamwork among educators of all kinds is possible. No educational situation is impervious; all can be changed through

training and broader effort in the direction of unified systems that serve all pupils.

You will understand, from what I have said thus far, that this is a very difficult year in the schools of the United States and in teacher education. Handicapped children have become the catalysts of a vast change process in our schools and colleges and all of the usual agonies of change, plus a few special ones, are in evidence.

Now let us turn to the Deans' Grants and their place in this difficult and busy scene.

The Deans' Grants

In the 1977-78 school year there are eighty-one Deans grants. In each case the Dean of Education or the head of the teacher preparation programs is the principal investigator on the project. The grants are spread through 30 states; two-thirds of the Colleges are located in urban sites, while one-third are based in rural areas. The average dollar amount involved is quite small, between 40 and 45 thousand dollars per project.

It appears, in this instance, that small grants may be advantageous. There is not enough money involved to support a special staff and, as a result, the funds and the project tend to be held closely in each Dean's office for administration and leadership. The funds tend to be used mainly for developmental purposes involving regular teacher education faculty and the basic preparation programs of the college. In sum, the grants seem to be stirring up teacher preparation programs internally in a very fundamental way, partly because there isn't enough money to give the project to an adjunctive group.

What's Happening

In general, five categories of activities can be identified as occurring within colleges supported by Deans' Grants.

1) Faculty orientation - In almost all cases, Dean projects have made

provisions for activities designed to create wide awareness and commitments among education faculty concerning the emerging modes of service for handicapped students.

2) Curriculum revisions - All projects have involved the development of revised curriculums for the preparation of school personnel. These have taken a variety of forms: a) added courses relating to mainstream provisions for the handicapped; b) team teaching by special education and other teacher educators to cover selected topics in existing courses; c) fundamental revision of existing courses and programs to give greatly increased attention to topics of individual differences, and program modification necessary to accommodate handicapped students. The trend appears to be toward this latter, more fundamental alteration of programs.

3) Field related activities - In nearly all projects, efforts have been directed to the careful selection and development of clinical experiences, including school-based practicums, which give trainees appropriate experiences in emerging approaches to education for the handicapped. In many communities this has not been a serious problem because elementary and secondary programs have been changing rapidly in the mainstreaming direction and, thus, are fully receptive to newly structured teacher training programs; but in other cases the Colleges have had awkward moments in negotiating new arrangements with selected local schools and agencies.

4) Administrative Restructuring - In some instances Colleges have restructured administrative and leadership patterns for total teacher preparation programs. For example, in a few instances, Special Education faculties have been combined with other units to forge broad new patterns of campus collaboration in teacher preparation. In other cases, partial amalgamations have been formed, as in combining Vocational Education and special education units to develop and operate new programs to provide vocational education for "special needs" students.

5) Products - In some instances, Deans' projects have given attention to the development of training materials, such as films, sets of readings, filmstrip

and audio cassette units, and broad new systems for teacher preparation. An increasing supply of these materials is available for broad dissemination from the various Colleges and Universities having Deans' grants.[1]

Have there been problems

Deans' projects are complex undertakings and they have not been easy or without difficulties, but clearly - on balance - the people conducting the programs feel a strong sense of progress. Following is a sample of frequent observations about problems -

...There are always some faculty who see this venture as simply another temporary enthusiasm, to be domesticated and captured by inertia "when the funds run out." Needless to say, the Deans and faculty members most involved have usually seen the situation differently; they believe that this innovation has historic moral and legal imperatives, and much technical undergirding on its side, and that the movement has a solid future.

...It takes time . Almost all participants agree that development of a Deans' grant is "a process not an event." Two or three years gives a good start, up to six years may be required to implement the deep changes required.

...Sometimes there is resistance because the project looks like a "lay on" by special educators. Teacher educators rightly resist and resent power plays and "lesson giving" by sister departments. The answer here seems to be to spread ownership of the project to all units, sometimes bending backwards to avoid a "one upmanship" appearance by special educators.

Many colleges reported a surge of interest and openness to the Deans' projects by their faculties in the Fall of 1977. This was the year of full implementation of Public Law 94-142 and a great deal was stirring in all of the

[1] Those interested in a list of training resources and materials are invited to write to: Dr. Maynard Reynolds, 249 Fraser Hall, University of Minnesota, Minneapolis, Minnesota 55455.

Elementary and Secondary Schools of the nation. Millions of Individualized Eduation Programs (IEPs) were written in the Fall months of 1977. (It is rumored that in a Western city, automobile bumper stickers started appearing widely reading "Have you done your IEPs?"). Apparently, the reality of this massive activity was perceived broadly, particularly so among College of Education faculty who often have many linkages into school systems.

It has been observed also at many sites that progress in program revision tends to come first in elementary teacher preparation programs and then spreads to the secondary education, school administration, school psychology, vocational education, school counseling, and other fields. At the time of this writing - in early 1978 - strong movements are evident at several places in secondary education and vocational education.

There is also an observable trend for projects to make increasingly systematic efforts to plan the change processes that are involved in Deans' grants.

Definite assistance in overcoming faculty resistance to programmatic change relating to mainstreaming is coming from national organizations which have chosen to give attention to this topic. For example, the very substantial work the American Association for Physical Education, Health and Recreation - under the development of Julius Stein and others -- has helped to create a very high degree of awareness and commitment to new arrangements for the education of the handicapped among physical education instructors. Activities of the special committee on the handicapped within the Opportunities in Science Program of the American Association for the Advancement of Science, and the related work of the National Science Teachers Association, have penetrated many science education faculties within Colleges of Education. A variety of similar activities is well underway in vocational and career education, and much more can be expected. The flow of these activities through national organizations in special fields to the campuses of teacher-preparing institutions may have special importance because

they create new opportunities for leadership and valued recognition among subject matter peers.

In a more general vein, the American Association of Colleges for Teacher Education (AACTE) has given important place in its governing board and convention agendas for mainstreaming teacher preparation. For example, the AACTE conventions held in February, 1978, included a bloc of twelve important program hours on mainstream teacher education. The Land Grant Deans Associations has also given increasing attention to the topic.

In sum, there have been difficulties in the Deans' grants. They require fundamental changes in the College environment, but progress is very good and new sources of leadership are appearing.

Does Giving the Grants to the Deans Make a Difference?

A recent survey of Deans gives a clear "yes" in response to this question. For one thing, such a placement of responsibility means the Dean is very well informed on the project. Other "plusses" include: obvious priority is implied, ease of communication, ease of administrative accommodations - as in adjusting faculty assignments - and facilitation of cross-department communications. Several Deans reported that their exercise of professional leadership was enhanced by the centrality of their position in this important project.

A National Support System

In addition to the eighty-one "Deans' Grants" operating this year, one other project -- called the National Support Systems Project (NSSP) for the Deans' Projects--has been established. The NSSP currently is midway in its third year of operation, making it fully contemporaneous with the most longstanding Deans' Projects.

The NSSP 1) conducts an annual national conference of Deans project personnel; 2) acts as a central coordinating office for eight liaisons who offer suppportive assistance to clusters of projects in various regions of the country; 3) supports

technical assistance to projects; 4) provides limited help to projects in developing products which can be shared with other projects; 5) develops and disseminates publications intended to support projects in specialized aspects; 6) assists in general dissemination of ideas and products relating to mainstream teacher preparation to interested colleges and other agencies beyond the scope of present Deans' Grants.

This Could Be Fundamental

There is clear and rising feeling among many participants in Deans' projects that what is beginning to stir in their Colleges could truly be fundamental. This feeling seems parallel to what is occurring in the schools. For example, it's becoming apparent that the new modes of work with handicapped students in the schools really mean changes for all students - in respecting individual differences, in developing alternative curriculums, in changing assessment and decision systems, in negotiations of plans for schooling with parents, in employing school specialists in support roles, in reorganizing child study systems, in reinvigorating inservice training programs, in revising school architecture, in upgrading the leadership roles of school principals and in reshaping the uses of special education funds. Changes in teacher preparation are occurring which correspond with each of these changes in the schools.

In College and University environments strong new interest in the schools is coming from many disciplines and places - the law school, the public administrations faculty, the psychology department, the school of social work, and the school of home economics, among others. The reshaping of the schools and of teacher preparation to support mainstream provisions for persons who have special needs is part of a vast new movement in the community at large as well as in the schools, and it is world-wide in scope. Thus, the movement to which the Deans' projects are linked is large, important, and growing, both on the campus and in the broader community.

Within the Colleges of Education there is much new work to be done; contributions are being made from many quarters, by the historians, philosphers, measurement specialists, counselors, curriculum specialists, child developmentalists, and many others - besides the faculties in special education and in general teacher preparation.

There is a growing sense that possibly the breadth and strength of forces associated with the mainstreaming movement, together with the fundamental nature of the changes involved, could make this a very important, long-lasting innovation. It is broadly recognized that mainstreaming presents a basically moral issue to all of us, and that the direction of movement is a right one. So, even after all the difficulties are examined and ventilated, people are tending to stay on task. The issues and the problems are difficult and they're coming to the top of the agenda at many places - in school Board Meetings, College Senates, negotiation sessions of teacher associations and unions with employers. Educators everywhere seem to be struggling with mainstream issues and they are very difficult. But people tend to be "sticking it through" and finding the positive steps that can be taken to implement the new policies. The Deans' Grants, small as they may be, appear to occupy a key place in this busy and hopeful scene.